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Strategic Decision Making Exercise 2011

Colonel John Laganelli

Director, USAWC Support Branch, CSL

From 2-9 March 2011, the U.S. Army War College (USAWC) resident class participated in the Strategic Decision Making Exercise 2011 (SDME 11), a faculty-led political-military decision-making exercise designed to provide students the opportunity, while role-playing strategic leaders and staffs, to integrate and apply knowledge acquired in the USAWC core curriculum.

SDME 11 was a joint and multinational exercise that included political and military play at the high operational and strategic levels, all set in the year 2025. It was intended to place students in a volatile, uncertain, complex, and ambiguous virtual environment, aided by appropriate information technology tools and models, in which they applied service and joint doctrine within the framework of the interagency, military contingency planning and execution, military resourcing, and multinational coordination processes. Students developed strategic policy recommendations for employing the diplomatic, informational,

military, and economic elements of power, while considering multiple scenarios. The scenarios, which spanned each Geographic Combatant Command's area of responsibility, included major combat operations, lesser contingencies, stability operations, global terrorism, disaster relief, and humanitarian assistance.

The exercise involved the entire USAWC student body, USAWC staff and faculty members, subject matter experts, and invited guests. Students role-played leaders of selected elements of the interagency community at the strategic level, which included the Deputy National Security Advisor, the Under Secretary of Defense for Policy, the Under Secretary of State for Political Affairs, and the Deputy Secretary for Homeland Security. In addition, students assumed military leadership and staff roles across the Geographic Combatant Commands and the Joint and Service staffs. Students engaged in interagency policy and deputies committee meetings to formulate and implement national security policy that involves the use of all elements of national power. During the SDME, they also prepared and presented Congressional testimony, conducted press briefings and short notice interviews with media representatives, and briefed senior



Students in the U.S. Central Command cell brief General Ray Odinero

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officials from the government, business, military and academic communities.

The exercise was fueled by over three hundred separate student special learning events, including thirty-two distinguished visitors (flag rank or civilian counterparts) who served as senior role-players and provided direct interaction with the students, one hundred and thirty-six standup interviews, twenty-four media briefings, eight congressional testimony sessions (two sessions conducted via video teleconference [VTC] with actual U.S. Representatives and six conducted with Congressional staffers role-playing Congressmen), fifty bilateral negotiation sessions enabled by the USAWC's International Fellows, twenty-three VTCs with real-world U.S. Geographic Combatant Commands, and numerous coalition briefings and joint resourcing boards and meetings. In-cell After Action Reviews (AARs) were held on a daily basis and the exercise closed with in-seminar AARs conducted by USAWC faculty instructors with the students, as well as separate controller AARs.

The preparation and execution of SDME 11 demanded the full attention of the USAWC faculty, which provided Observer-Controllers for each student organization. In addition, representatives from more than fifty civilian and military organizations and more than eighty individual reserve component augmentees helped to ensure that the control structure provided a realistic strategic environment.

In summary, SDME 11 was a world class exercise designed to develop mentally agile strategic leaders who are capable of successfully operating in challenging future interagency, intergovernmental and multinational settings. It directly challenged the students to apply their prior experiences and the knowledge they had gained in the first seven months of their studies. Most importantly, it required them to think and make decisions outside their normal comfort zone and to then understand the probable consequences, second and third order effects of strategic-level decisions.

— CSL —

AY11 SDME Bilat Negotiations

Colonel (Ret.) Charles W. Allen

SDME started with the usual anticipation on the part of students and the supporting faculty. It would last six days and give all a chance to exercise the concepts and skills offered during the core curriculum. I served as one of the faculty mentors for the U.S. students who would conduct bilateral negotiations with their International Fellow counterparts.

The learning objectives were straightforward: understand and apply the concepts of negotiation; conduct negotiations with cultural awareness, and use the negotiation to support the development of national security policies and execute national strategies and plans.

Each day, the faculty mentors provided 30-minute sessions to refresh students on the negotiation concepts and skills presented in the core curriculum. During those sessions, students were encouraged to use a worksheet to set the agenda, clarify U.S. interests, determine interests of the other nation, find common ground, and create values for both parties in the negotiation. An important part of the negotiation was to set the tone by quickly establishing rapport with the other party. Students learned throughout the year that "relationships matter." They reviewed the biographies of their counterparts and offered remembrances of time spent together as students with family and friends.

A key determination for students was to establish the purpose of the meeting – to explore support for policy options, to gain commitment of resources, to offer resources, or to reassure coalition partners. Once that determination was made, students were encouraged to develop a mental script for how the meeting would progress from the opening niceties to the discussion of issues, and then closure of the session. The mentors liken the session to Preparation of the Battlefield, conduct of Mission Analysis, and development of a meeting plan that also address branches and sequels as practical concepts that are familiar to military officers. Seemingly

small but important details were introduced—who makes the introductions, where the participants would sit, how to summarize the discussion, and who prepare the press statement.

All told, during SMDE fifty negotiations were conducted between U.S. and IF representatives (principles with note takers). The mentors identified and validated several negotiations principles:

- Relationships matter between the representatives and their respective nations
- Purposeful preparation is important
- Be open and inviting to gain the concerns and hence context for the desired outcomes
- Be strategic – the negotiation is part of a continuing dialogue and relationship so build for the future.

The bilateral negotiation meeting proved to be a valuable component of SMDE for both U.S. and IF students. It provided the opportunity to apply the concepts which may prove useful in future professional and personal engagements

— CSL —

2011 Pacific Environmental Security Conference

Professor Bernard F. Griffard
National Security Issues Group

The United States Pacific Command (USPACOM) conducted its 2011 Pacific Environmental Security Conference (PESC) in the Hawaiian Hilton Village Conference Center, Honolulu, HI from 14 to 17 March. The Center for Strategic Leadership's National Security Issues Group partnered with the PACOM J4 in the planning and conduct of this regional event.

The PESC convened just four days following Japan's devastating earthquake and tsunami. It brought together civilian and military leaders from 16 regional countries plus Canada and the United States to discuss the major environmental security issues facing the region. Co-sponsored by USPACOM, the Office of the Deputy Under Secretary of Defense (Installations & Environment)

(ODUSD (I&E)), and the U.S. Army War College's Center for Strategic Leadership (USAWC/CSL).

Actively participating as both panelists and participants were representatives of international organizations, the private sector, and the academic community. Opening comments by Mr. John Owens, Head of Infrastructure for the Australian Defense Department, stressed transnational nature of environmental issues and the critical role national militaries play in response and mitigation of natural and man-made disasters.

The ongoing, complex crisis in Japan provided a context for the international panels addressing 'Environmental Security and Sustainability,' 'Water Resources Management,' 'Adaptation to Climate Change,' and 'Seismic Disaster Preparedness.' The importance of Japan as a strong and viable partner in achieving environmental security goals in the region was emphasized by the Honorable Jo-Ellen Darcy, Assistant Secretary of the Army for Civil Works, in her Keynote speech. She called attention to USPACOM's key role in providing humanitarian and disaster response aid to stricken areas, and recognized the additional support from the regional countries represented at PESC.

Dr. Kent H. Butts led the USAWC/CSL team that partnered with USPACOM and ODUSD (I&E) in the development and execution of the conference. Assisted by Professor Bernard F. Griffard who acted Master of Ceremonies, rapporteurs Colonel Phil Jones and Colonel Doug Charney, and event framework director Mr. Todd Wheeler, the CSL team framed the discussions and provided a concise summation of the conference which will be included in the conference proceedings to be published by CSL. Representing the Commander, USPACOM, were USAWC graduate, Brigadier General Kevin O'Connell, J4, USPACOM, and Brigadier General Marty Wong, J44, USPACOM.

The importance of civil-military cooperation in all phases of disaster management is becoming more important as the national security impacts of climate change are recognized. The USAWC will continue to assist

USPACOM and our other Geographical Combatant Commanders as they work with their regional partners to identify roles and missions for the armed forces in addressing environmental security and sustainability. As these strategies are developed, close cooperation with the GCCs will allow USAWC faculty to bring these updates into the classroom in a timely manner.

— CSL —

Environmental Security

Dr. Kent H. Butts

Director, National Security Issues Group

Failing to maintain the natural resource base of a country can erode its vitality and lead to state failure. At one time the strength of a nation was based heavily on its iron and coal resources and its capacity to produce weapons systems and project power. Over the last two decades policy makers have reevaluated the underpinnings of State security and related them increasingly to the concept of human security and the ability of a country to supply its citizens with their basic needs, freedom from want and freedom from fear. When a state government cannot manage the demands placed on the political system by its population, it loses legitimacy and may become vulnerable to intrastate conflict, insurgency, extremist ideology, or a loss of power at the ballot box. Environmental issues such as food insecurity, conflict over water, climate change, and natural or man-made disasters could, as the U.S. Director of National Intelligence, Admiral Blair, in his testimony before Congress stated could "cause outright state failure, or weaken pivotal states counted on to act as anchors of regional stability."

According to the 2010 UN Environmental Program report, natural resource issues were associated with 40% of all intrastate conflict since 1950 and 18 violent conflicts since 1990. In 2008, 33 countries experienced food riots, to include the pivotal regional countries of Egypt, Haiti, and the Philippines. As UN Secretary General, Ban Ki Moon stated, "The conflict in Darfur has been driven

by climate change and environmental degradation, which threatened to trigger a succession of new wars across Africa." Violent conflict in distant developing countries may seem a modest priority to United States security planners until one realizes that many of these countries have a direct impact on U.S. national security interests. Countries in conflict or failed and fragile states can do little to reduce ungoverned spaces, prevent establishment of insurgent training bases, ensure the stable economic conditions required for investment in mineral or oil production, or support Western free-market practices, democracy and human rights policies; especially at a time when China is successfully gaining regional influence through the largess of its strings attached policy of development aid.

The U.S. Combatant Commands understand this and have made environmental security an engagement priority, seeking to build the capacity of regional states to address environmental issues that threaten state security. A common mantra one hears when visiting the Commands is, "Stay in phase zero"; that is to say, prevent conflict. The Center for Strategic Leadership has been actively involved with the Combatant Command's efforts to engage countries using environmental security since the early 1990s, writing Theater Security Cooperation Plan Environmental Security Annexes, White Papers, and Campaign Plan Annexes for CENTCOM, PACOM, SOUTHCOM, and AFRICOM, and co-chairing the NATO Environmental Security Pilot Study.

Two key points stand out from this work. One is that many developing countries lack the civilian resources to address destabilizing environmental security issues without the support of the host nation military. U.S. efforts to build the capacity of these forces to undertake human security missions can lead to major achievements, such as the Armed Forces of the Philippines/USA ID/JSOTF-P efforts to rid Basilan and Jolo islands of the established Jemmah Islamiah insurgency. The second is that environmental security capacity building through the established Command

engagement programs requires very little additional funding.

Between the three threats of exponential population growth in developing countries, the economic growth in the emerging powers of China and India, and regional climate change the global resource base will be put increasingly at risk. Identifying environment and security issues that threaten U.S. interests and regional stability and making them the focus of a U.S. preventive defense strategy would make a significant contribution to preserving U.S. national security in the future.

CSL

Building Joint Staff and Interagency Cooperation in Montenegro

Professor Bernard F. Griffard
National Security Issues Group

Montenegro regained sovereignty in June 2006 when it dissolved the rump Yugoslavia confederation of Serbia and Montenegro. Today, as it approaches its Fifth anniversary of independence, Montenegro is actively pursuing membership in both the North Atlantic Treaty Organization (NATO) and the European Union (EU). In December 2009, Montenegro was invited to participate in NATO's Membership Action Plan (MAP).

A key initiative supporting this effort is the utilization of the U.S. European Command's (USEUCOM) military to military (M2M) programs. Over the past three years, as part of this effort, the U.S. Army War College (USAWC) traveling contact teams have assisted the Armed Forces of Montenegro (VCG) in the areas of joint staff structure, strategic planning processes, and national strategy reviews.

As they strengthen their internal processes, the Montenegrin Ministry of Defense (MoD) and the VCG General Staff (GS) recognizes the key role that interagency cooperation plays in the execution of national policy and in response to natural and manmade disasters. To assist in developing these cooperative processes the USAWC team of Professor Bernard F. Griffard and Dr. R. Craig Nation conducted a "Joint Staff and Interagency Cooperation" seminar in Podgorica, Montenegro January 25-27, 2011. Focused on increasing VCG and MoD staff proficiency in operating within the interagency environment, the team employed both information presentations and USAWC-developed scenario-driven exercises to stimulate discussion and identify processes.

In today's political-economic environment no single element of power can resolve all issues. Sovereign entities must address the challenges facing them from the "whole of government" approach; they cannot default to the military solu-

tion. This is especially true of small nations such as Montenegro.

Building on the opening discussions, the USAWC Team employed a Defense Support to Civilian Authorities (DSCA) scenario to demonstrate the extensive interagency cooperative effort required for effective response to natural or man-made disasters. Following a discussion of the responsibilities and functions associated with DSCA, participants were presented with a major natural disaster scenario that required them to replicate the necessary coordination and cooperation that must be achieved in order to successfully respond to widespread domestic infrastructure damage and a building humanitarian crisis.

Montenegro looks to be a useful contributing partner in both the EU and NATO. As a small nation, these new commitments will compete for limited available resources. Without a working cooperative interagency process, there is a risk of not getting the maximum return on investment for resources expended. Continued proactive efforts to reinforce interagency procedures, especially between the defense community and civilian government agencies, will result in "more bang for the buck," strengthening Montenegro's endeavors towards full European integration.

A detailed CSL Issue Paper covering this topic may be accessed at: <http://www.csl.army.mil/IssuePapers.aspx>.

This and other CSL publications can be obtained free of charge online at <http://www.csl.army.mil>.

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U.S. ARMY WAR COLLEGE
Center for Strategic Leadership
650 Wright Avenue
Carlisle, PA 17013-5049
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